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BIKEWAYS: FUNDING

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MASSACHUSETTS DEPARTMENT OF PUBLIC WORKS
BIKEWAYS PLANNING INFORMATION APRIL '75

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CREDITS

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INTRODUCTION

A bikeways plan in many cases will involve more than one agency in its implementation. For example, a proposed route might run through state forest land, parallel a state highway, and continue on town roads. Here, three agencies would be involved, and for each segment, funding requirements would be different. Thus, the following section concentrates on the various sources of funds available to a community planning its bikeway system. The primary emphasis of this report is on DPW funding procedures. However, other potential sources of funds and assistance on the local, state or federal level are also briefly reviewed.

The information contained in this effort is not exhaustive. It should, however, provide a guide to communities planning a bikeway program. Its purpose is to obviate the need for all 351 of the state's cities and towns to separately investigate sources of bikeways funding.

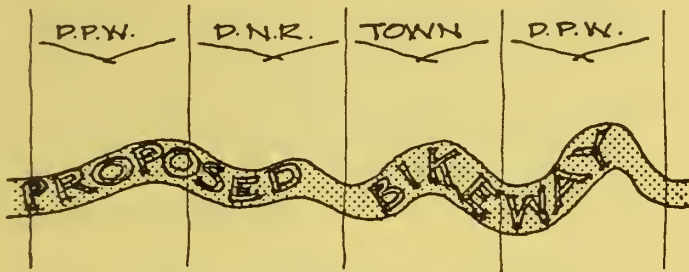
Although great care has been taken to provide the most accurate information possible, programs and their application procedures are subject to change and each agency should be contacted for more current and complete information on their program.

MASSACHUSETTS DEPARTMENT OF PUBLIC WORKS

The Massachusetts Department of Public Works (DPW) is the agency with primary responsibility for transportation-oriented bikeways in the Commonwealth of Massachusetts. The Department encourages the implementation of bikeways projects that are part of a comprehensive bikeways system plan. However, opportunities to provide safe bicycle and pedestrian facilities in the regular course of highway programs will not be neglected.

In terms of the facility itself, the Department may pay for the following items as part of a bikeway project:

1. The costs of grading, drainage, paving, barriers, landscaping, and structures necessary to accommodate the number of type of users of the facility.



SEVERAL AGENCIES MAY
BE INVOLVED IN THE
IMPLEMENTATION OF A
BIKEWAYS PLAN.

A GUIDE TO FUNDING SOURCES
IN MASSACHUSETTS

THE D.P.W. MAY PAY FOR THE
FOLLOWING BIKEWAYS
RELATED FACILITIES.

2. The costs of supplementary facilities such as parking facilities and bicycle storage facilities, where appropriate.
3. The costs of traffic control devices including signs, signals, and pavement markings.
4. The cost of fixed source of lighting, where appropriate.
5. The cost of curb-cut ramps on new and existing facilities, including those for the physically handicapped.
6. The costs of right-of-way (land acquisition and relocation assistance) on bikeway and walkway construction projects.
7. The costs of walks, barriers and additional widths and lengths on bridges necessary for bikeway and pedestrian walkway continuity.
8. The costs of bikeway and walkway grade separations where:
 - a. vehicular speeds and crossing volumes constitute a hazard so great as to justify the cost of a structure, and the bikeway or walkway cannot be rerouted, or,
 - b. the separation is necessary because the highway has complete control of access.

The following subsections describe funding sources for bikeways on (1) Federal-Aid Highways, (2) state highways and (3) local roads, and provide related information on bicycle and pedestrian facilities.

BIKEWAY ON FEDERAL-AID HIGHWAYS

a. Independent Bikeway Projects

The U.S. Department of Transportation, Federal Highway Administration (FHWA) annually provides Federal-Aid Highway funds to the Commonwealth through the Massachusetts Department of Public Works (DPW) for planning, design and construction works. In the past, these funds were used in developing highways, bridges, fringe

THE FHWA PROVIDES FUNDS TO THE COMMONWEALTH THRU' THE DPW FOR HIGHWAY-RELATED PLANNING & CONSTRUCTION WORK.

SECTION 124 OF THE FEDERAL
AID HIGHWAY ACT OF 1973
ALLOWS FEDERAL AID HIGHWAY
FUNDS TO BE USED FOR
PEDESTRIAN & BICYCLE
FACILITIES.



BIKEWAYS COMPETE WITH OTHER
PROJECTS FOR FUNDS.

and corridor parking facilities and rest areas.

Section 124 of the 1973 Federal Highway Act allows spending of Highway Trust funds on bicycle facilities with a national limit of forty (40) million dollars. The bonds are not specifically earmarked for Bikeways. The maximum amount allowed for an individual state to spend on independent Bike-way projects (those projects not in connection with highway improvements) is two (2) million dollars. These funds are equally competitive with all other uses of the Highway Trust funds, i.e., new roads and safety projects. Bicycle facilities built in conjunction with highway improvements are not part of this two (2) million dollar limit. Moreover, each project must have specific concurrence of the DPW before funds can be obligated.

Bikeways may be constructed on existing Federal-Aid highway rights-of-way or on special rights-of-way acquired for this purpose. Where bikeways are to be located away from highway rights-of-way, they must serve bicycle and pedestrian traffic which would normally use the Federal-Aid highway route.

The FHWA allocated funds to the interstate highway system as well as to a wide variety of primary and secondary roads and urban highways. The limit of the Federal-Aid share of the interstate system project cost is 90%. The other roads on the Federal-Aid system receive 70% funding from the FHWA. In all cases, the remaining share is provided by the state. Of the total highway mileage in the United States, about 25% is on a Federal-Aid system. To determine if a roadway is on the Federal-Aid highway system, contact either the DPW's Bureau of Transportation Planning and Development, 190 Portland Street, Boston, MA 02114 or the FHWA Massachusetts Division Office, 1517 Summer Street, Boston MA 02140.

b. Incidental Bicycle Projects

The Department may construct bicycle and pedestrian facilities as incidental features of highway construction projects when the bikeway or walkway is to be constructed concurrently with the improvement for motor vehicular traffic and the bikeway or walkway will be within the normal right-of-way of the highway. Land acquired for traffic improvements and scenic enhancement programs can also be used in the construction of incidental bikeway facilities. Projects constructed as incidental features of larger highway construction projects may be financed with the same type

of Federal-Aid funds and are not subject to funding limitations for independent bikeway or walkway projects.

c. Highway Beautification Act

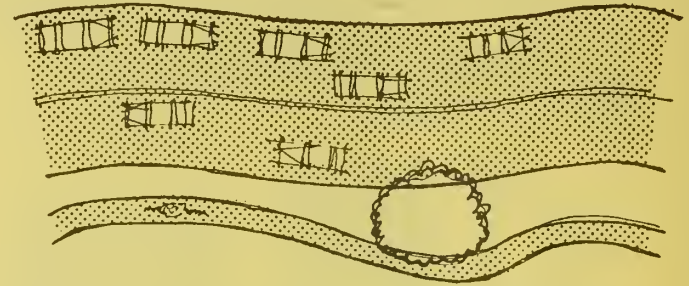
The FHWA is also authorized by the Highway Beautification Act to provide funds "to assist State highway departments in landscaping and roadside development" and other activities. Local project proposals may be submitted to the DPW through the regional planning agency.

Although bikeways themselves cannot be constructed with these funds, this program may be used to pay for related facilities such as rest areas, landscaping and scenic overlooks. Thus, a community may construct a bikeway and then apply for roadside development monies from this source.

d. Funding Requirements

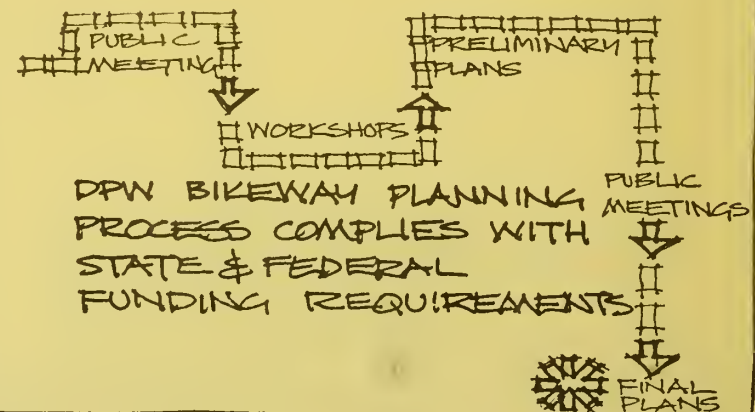
All of the provisions of the Federal-Aid Highway Program are applicable to bicycle facilities projects. These include provisions for public hearings and the submission of an environmental assessment form and possibly an environmental impact statement. The planning procedures and data gathering techniques provided for in the DPW bikeway planning process fulfill these federal and state requirements. The DPW bikeways planning process also considers a wide range of factors important in developing a bikeways plan and necessary to justify a proposal. These include:

- estimated costs
- annual bicycle sales or registrations if available
- bicycle use levels on streets and arterials
- bicyclist accident rates in the project areas
- expected safety benefits
- ease of access to bicyclists
- level of community support (via household questionnaires)
- unique local characteristics relevant to the need for a bikeway facility
- natural, cultural and historic elements which would affect the siting of a bikeway
- need for other structures, safe parking facilities, traffic control systems, etc.



BIKEWAYS MAY BE BUILT & FINANCED AS PART OF A HIGHWAY PROJECT.

BIKEWAYS ARE SUBJECT TO A SIMILAR PLANNING PROCESS TO THAT REQUIRED FOR OTHER PROJECTS INVOLVING FEDERAL HIGHWAY FUNDS.



--and any other pertinent information which might serve to justify the expenditure of state and federal funds on the proposed bike-ways project.

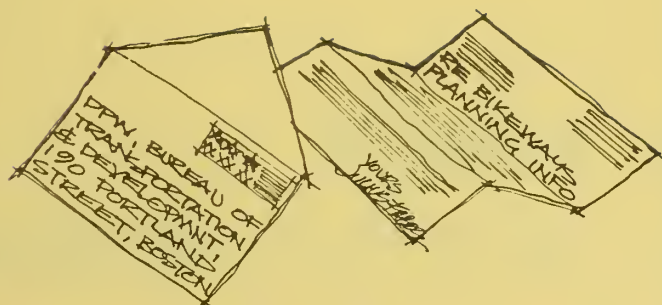
Consideration of these factors is essential if funding for a bike-way is to be made available. Therefore, in order to avoid frustrating delays resulting from misinterpretation of requirements, the DPW recommends that communities wishing to apply for federal/state funding follow the DPW planning process.

Funding of bicycle and pedestrian facilities may be approved where the following conditions are satisfied:

1. The facility will contribute to the safety of all road users: cyclists, pedestrians, as well as motorists.
2. The facility will connect with any existing facilities usable by bicyclists or will form a segment of a proposed system.
3. A public agency has formally agreed to:
 - a. operate and maintain the facility
 - b. ban all motorized vehicles on bikepaths (except maintenance vehicles)
4. The facility can reasonably be expected to have sufficient use in relation to cost to justify its construction and maintenance.

A realistic appraisal of funding possibilities can usually be obtained through a community's elected representatives in the legislature. These are a valuable resource whose potential assistance in representing the interests of local citizens should never be overlooked.

More information about the DPW bikeways planning process can be obtained from the Department of Public Works, Bureau of Transportation Planning and Development, 190 Portland Street, Boston, MA 02114.



CONTACT THE DPW FOR INFORMATION ABOUT THE BIKEWAYS PLANNING PROCESS

BIKEWAYS ON STATE HIGHWAYS

Most of the roadways designated "state highways" in Massachusetts are included in the Federal-Aid system and bikeways proposals involving these roads would therefore be funded accordingly.

However, some of these "state highways" are road segments under a mile in length and are not, in many cases, included in the Federal-Aid system. Federal-Aid funds may not generally be applied in such cases. These road segments are inventoried by the DPW's Right-of-Way Division, 100 Nashua Street, Boston, MA 02114. Should a local bike route plan involve a stretch of this state roadway, the local agency should contact the DPW District Office in order to make the proper arrangements for its use as part of the bikeways project.

BIKEWAYS ON LOCAL ROADS

Municipalities are authorized to provide bikeways and designate bikelanes on existing roadways. The following state funding sources pertain only to bikeways work to be conducted by local governments on local roads. Any of these funds may be applied to bikeways work. However, since the sum of money a community receives under these programs cannot exceed a specified amount which is generally used to maintain and upgrade local roads, a proposal for funding bikeways with these monies must consider the tradeoffs involved.

Chapter 765: This law authorized a \$50 million bond issue with funds being distributed by formula over the four year period through fiscal 1977. Like Chapter 90, which it superceded, Chapter 765 spending levels for each community are established by formula. This full level of funding is reimbursed to the community when its roadway expenditures for the year have met or exceeded the assigned amount. When spending does not reach the level permitted by the formula, the reimbursement covers only the amount of the expenditure and remaining monies are forfeited by the community. Chapter 765 requires no local matching contribution.

LOCAL GOVERNMENTS MAY USE
STATE FUNDING TO BUILD
BIKEWAYS ON LOCAL ROADS —
SPENDING ON BIKEWAYS MEANS
LESS MONEY FOR ROADS



REPLACED BY → CHAPTER 765

CHAPTER 1140 SUPPLEMENTS
CHAPTER 765 MONIES

CHAPTER 825

CHAPTER 497 - ONE CENT/
GALLON TAX ON GASOLINE

CHAPTER 90 MAY BE
REACTIVATED WHEN CHAPTER
765 EXPIRES

Chapter 1140: This is a one-time appropriation under section 20 which supplements Chapter 765 monies and must be spent by communities by July 1, 1977. Funds may be spent for the same purposes as Chapter 765 funds.

Chapter 825: This is another one-year appropriation for transportation purposes, the first portion of which was distributed in December 1974 with the remaining funds to be sent to the communities in December 1975. This, like Chapter 1140, is a supplement to Chapter 765 funding. This Act also provides some additional funds which are channelled to communities via their Cherry Sheets.

Chapter 497: This law established a fund with monies collected from an additional one cent per gallon tax on gasoline. The money derived from this fund is distributed on a formula basis and is used to cover general highway related expenditures on local roads.

Chapter 90: In the past, annual direct legislative appropriations have provided funds to municipalities by formula for construction, reconstruction, improvement, and maintenance of local roads. Funding was 50% state, 25% county and 25% local. There is presently no funding under this law, although it may be reactivated in the future by the legislature when Chapter 765 expires.

There are a number of bills presently pending in the state legislature which would provide additional bikeways funding and more assistance to communities for planning and implementation.

EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS

The Land and Water Conservation Grants Program, administered by the U.S. Department of the Interior through its Bureau of Outdoor Recreation, provides matching grants to state agencies for the acquisition and development of land and facilities for a wide range of outdoor recreation projects including bike trails.

This fund is administered in Massachusetts by the Department of Natural Resources (DNR). Priority consideration is generally given to projects serving urban populations. Money is not available for the operation and maintenance of facilities.

The Department of Natural Resources will reimburse communities for up to 50% of the project cost. This money can be used for land acquisition, planning, construction or any combination of these. A community can also request from DNR the reimbursement of up to 50% of the value of donated land intended for future projects. Proposed projects must be located on municipally owned land.

DNR also provides advisory assistance in the planning and design stages and supplies technical information useful in planning, developing, financing and managing outdoor recreation programs.

To initiate the process, the municipality must send a letter of intent to the Commissioner of Natural Resources indicating the scope of the program and provide proof of community support. A DNR representative will visit the project site for consultation concerning the project's viability. Subsequent meetings consider project development details.

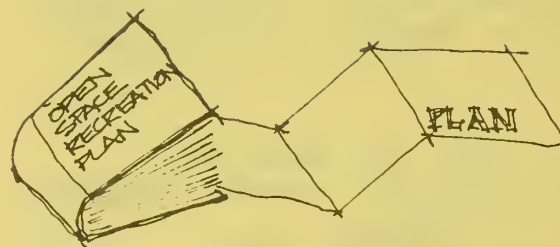
Communities applying for funding under this program are required to have an open space recreation plan or a master recreational program which is less than five years old.

For further information or assistance, contact the Director of Conservation Services, Department of Natural Resources, 100 Cambridge Street, Boston, MA 02202. Telephone: 617 727-3170.

THE METROPOLITAN DISTRICT COMMISSION

The water resource management activities of the Metropolitan District Commission have placed large areas of land under its control. While the primary activities of the MDC are concerned with providing water to the Boston area, the lands under its control are also used for recreation (including cycling) and other activities compatible with water supply management. Areas under MDC control include a number of highways and parkways, aqueducts, reservoirs, and sewage systems. These are located in the Boston metropolitan area as well as in other parts of the state.

Bikeway proposals will be considered for funding by the MDC if the facility is to be built on MDC property and if the proposed bikeway ties into a regional system. Funding is from separate sources within



OPEN SPACE RECREATION PLAN IS
A REQUIREMENT OF DNR PROGRAM

the MDC depending on whether the facility is intended for recreational or other purposes. Approved proposals will be planned and constructed by the MDC, which will then assume responsibility for maintenance and law enforcement.

In order to determine whether a particular property can be used for bikeways, or to obtain further information about the MDC bikeways program, please contact the Metropolitan District Commission, 20 Somerset Street, Boston, MA 02108.

U.S. DEPARTMENT OF AGRICULTURE

The Farmer's Home Administration, a division of the Department of Agriculture, administers a Community Facilities loan program which was established by the Rural Development Act of 1974. The program provides loans for the construction and design of town halls, fire stations, and other community facilities, including bikeway facilities.

The loans are available to towns with a population of 10,000 or less and carry an interest rate of 5% per annum with a maximum term of 40 years. Loans are granted only to communities which are unable to obtain credit from other sources, i.e., this must be their only possible source of credit. Loans normally will be available when the project is completed. However, for projects costing \$50,000 or more, if interim financing is not available, multiple advances are possible.

Loans from this source may be used to cover the local share of programs which require local matching in conjunction with state grants (such as the 50% share required by the Department of Natural Resources).

More information may be obtained by contacting the Farmer's Home Administration offices in Massachusetts:

Hadley	413 586-1533
Holden	617 829-6502
Pittsfield	413 499-4766
Raynham	617 822-7141

COMMUNITY FACILITIES LOAN PROGRAM

Until the end of fiscal 1974, the Department of Agriculture also funded a Cropland Adjustment program under its Agricultural Stabilization and Conservation Service. The purpose of the program was to help pay for improvements to cropland and to preserve rural farmlands. Under the expectation of preserving such lands, bikeways could have received funding. However, the program was not funded for fiscal 1975. If monies should become available at a later date, the reactivated program could be a funding source for bikeways in rural sections of the state.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Bikeways may also be funded through the U.S. Department of Housing and Urban Development (HUD) which administers the Community Development Act of 1974 (CDA). Title I of this new Act replaces a number of HUD Programs including Open Space, Urban Beautification, Public Facility Loans, Neighborhood Facilities Grants, and Urban Renewal. In general, funds received under this title may be used to assist the type of activities which were eligible under the prior community development programs. These include preservation or restoration of historic sites, urban beautification, conservation of open space, preservation of scenic areas, provision of recreation facilities, and the guidance of urban development. The program provides funds for purchase of land as well as site improvements, including streets, lighting, malls, walkways or bikeways.

Where funds for outright purchase are not available, the CDA program also provides loan guarantees to finance property acquisition undertaken to facilitate the implementation of eligible proposals.

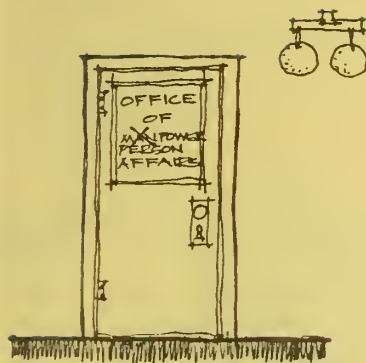
Planning for bikeways and bike facilities is a permissible activity for city and regional planners whose salaries are subsidized by monies from the Section 701 Comprehensive Planning Grants program, as revised by Title IV of the new act.

Further information may be obtained at the Boston Area Office of HUD, 15 New Chardon Street, Boston, Massachusetts. Telephone 617 223-4148.

HUD FUNDS FOR BIKEWAYS

LOAN GUARANTEES

PLANNING THRU¹ SECTION 701
OF C.P.G. PROGRAM.



CETA FUNDS THRU' OFFICE OF MANPOWER AFFAIRS

OFFICE OF MANPOWER AFFAIRS

U.S. Department of Labor funds, authorized by the Comprehensive Employment and Training Act (CETA), are administered by the Massachusetts Office of Manpower Affairs. Though the Act is mainly concerned with various training and job placement programs, Title VI funds may be used by state or local governments to provide labor for various projects. CETA funds may therefore be used to employ persons in the planning and/or construction of bikeways and related facilities.

Major unemployment areas (i.e., cities, consortia or local governmental units with populations in excess of 100,000 persons and having at least 6.5% unemployment) may receive CETA program funding. These currently include Boston, Cambridge, Lowell, New Bedford, Springfield and Worcester.

The two areas where bikeway projects may find some assistance are:

1. "on-the-job training" funds provided to private industry (where the agreement is for 50% reimbursement of training costs) may encourage civic-minded local firms to donate labor to bikeway projects.
2. public service jobs provided to non-profit and public agencies where the reimbursement is 100%. Persons employed under this provision may be added to local public works staff and utilized in local bikeways construction projects.

For further information on CETA grants, contact Cay Stratton at the Office of Manpower Affairs, Charles F. Hurley Building, Boston, Massachusetts. Telephone: 617 727-7675.

NATIONAL PARK SERVICE

In areas where the proposed route for a bikeway crosses lands administered by the National Park Service, assistance from the park service may be available. If the need for such a facility can be adequately justified, the park service will plan, design and construct all parts of the facility located on its property. Other parts of the bikeway will have to be funded from other sources.

The National Park Service also operates several technical assistance programs for state and local agencies, including:

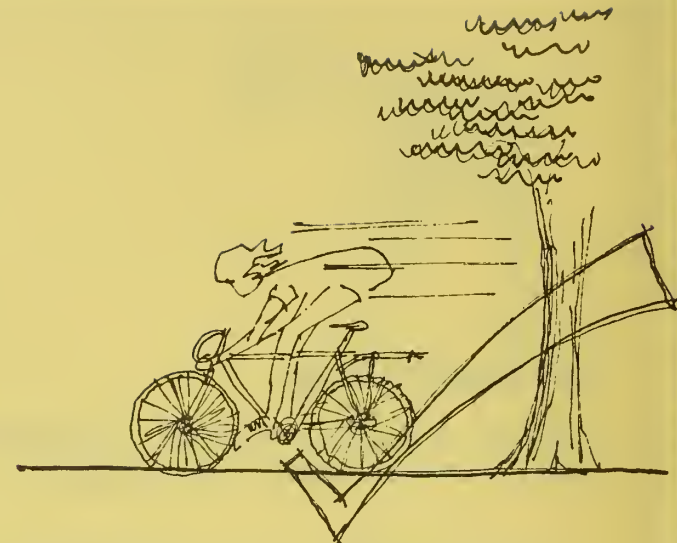
1. The Park Practice Program offers a means of disseminating information to park and recreation officials about tried and proven designs and plans for park structures and facilities, including bikeways, as well as methods of administration and operation of recreation areas. The Park Practice Program is a cooperative program of the National Park Service and the National Recreation and Park Association, 1601 North Kent Street, Arlington, Virginia 22209.
2. The Park and Recreation Technical Assistance Program which consists of technical and advisory services on such matters as agency organization, personnel training and general development planning. A Bikeway Planning and Development seminar could be established by the Training Institute with costs shared by the interested agency. A letter explaining the need for assistance should be addressed to the National Park Service Training Institute, Harper's Ferry, West Virginia 25425.

The North Atlantic Regional Office of the National Park Service is located at 150 Causeway Street, Boston, MA 02114. Telephone: 617 223-3766.

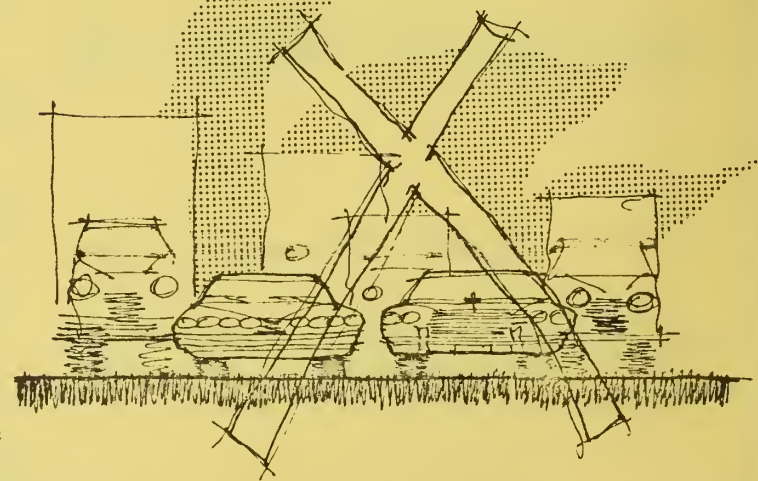
ENVIRONMENTAL PROTECTION AGENCY

Some funding for bikeways may be available from the Consolidated Program Grants for Environmental Protection which are administered by the Office of Planning and Management of the Environmental Protection Agency (EPA). The objective of this program is "to enable states to coordinate and manage environmental approaches to their pollution problems. Consolidated grants are allocated to states for management of environmental protection activities, among which are air pollution control, water pollution control, and solid waste management."

The EPA is now in the process of formulating a policy regarding its role in the development of bikeways. Bikeway construction proposals with the potential for reducing motor vehicle traffic levels in certain specified areas may prove to be eligible for EPA funding if



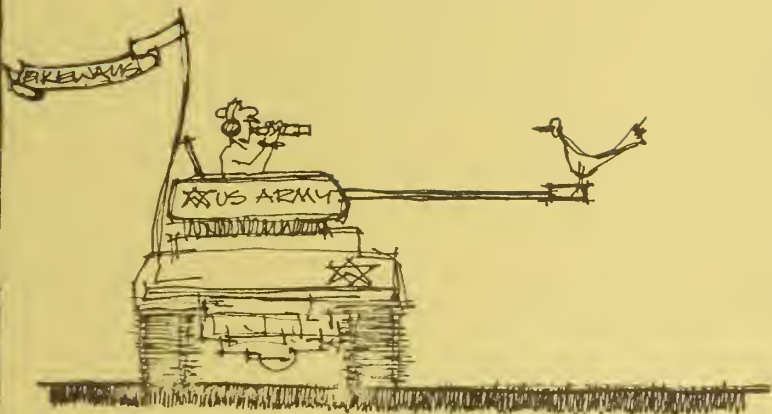
**BIKEWAYS AS A MEANS OF
REDUCING AUTO TRAFFIC &
IMPROVING AIR QUALITY**



**EPA CONSOLIDATED PROGRAM GRANTS
FOR ENVIRONMENTAL
PROTECTION.**

an agreement can be secured from both the Boston Regional Office of the EPA and the Massachusetts Office for Environmental Affairs on a project by project basis.

The Executive Office of Environmental Affairs of the Commonwealth of Massachusetts is located at 18 Tremont Street, Boston, MA and the Environmental Protection Agency, Boston Regional Office is located at the JFK Federal Building, Government Center, Boston, MA 02203.



U.S. ARMY

The U.S. Army can, by agreement with a community, design a bikeway and provide construction labor if so requested. The Army Reserve Command has the necessary construction equipment. The municipality must plan the location of the route, and provide all materials and secure necessary property rights.

The two main considerations of the Army in reviewing requests from communities for assistance in bikeways development are:

1. Design: The work must be of such a nature that it will serve as a beneficial project for designers in the Army training program.
2. Labor: Labor may only be provided in cases where the Army is able to obtain a release from the relevant contractors' unions.

Inquiries should be addressed to the 329th Engineering Group, Boston WSAR Center, 666 Summer Street, Boston, MA 02210. Telephone: 617 542-6000.

Interested communities may find similar assistance available from the National Guard, U.S. Army Corps of Engineers or other branches of the military.

DEPARTMENT OF PUBLIC UTILITIES

Utility rights-of-way are often suitable routes for bikeways. If a community is considering use of a utility right-of-way or other

utility company property arrangements must be made with the firm involved. It should be noted that not all lands used by utilities as rights-of-way are owned by the companies. Often only easements have been obtained from other owners. Where this is the case, arrangements will have to be made both with the relevant utility and the property owner(s).

For further information, contact the Department of Public Utilities at 617 727-3634.

PRIVATE DONATION

Money, materials and manpower have, in some cases, been donated by private individuals and firms. Local construction firms may donate use of their construction machinery where a community has none. Land owners are sometimes willing to donate land or easements to the community for bikepaths.

Local bikeways systems plans may be developed by citizen groups, bicycle clubs, conservation organizations or other private sources. Students in graduate architectural and landscape design programs may be willing to assume some of the design work for a bikeway.

In cases where community funding resources for bikeways projects are limited, donations may play a key role in keeping project costs at an affordable level.

MASSACHUSETTS BICENTENNIAL COMMISSION

The U.S. American Revolution Bicentennial Administration provides matching project grants to the Massachusetts Bicentennial Commission to stimulate and promote Bicentennial projects in the state. These funds are available "to assist in developing and supporting Bicentennial projects", including bikeways. The state share of funds for such projects is provided by funds appropriated under Chapter 686 of Massachusetts General Laws.

The Bicentennial Commission received applications for bikeways funding for routes or facilities which relate to the efforts of the Commission or where historical significance is shown. Applications



ASSISTANCE FROM STUDENTS
IN DESIGN & PLANNING
RELATED PROGRAMS.

can be made by a local agency or non-profit organization. Special emphasis is placed on joint community projects. At the time of application for a specific project proposal, a letter of approval and/or support from each of the communities involved in the proposal is required. A maximum of \$15,000 can be granted per municipality unless the applicant can demonstrate statewide or regional significance. Funding is on a competitive statewide basis and the money is granted on the basis of a 50/50 matching program.

For more information, contact the Massachusetts Bicentennial Commission, 10 Tremont Street, Boston, MA 02108. Telephone: 617 523-3410.

